



Data Resource Guide

Fiscal Year 2017

Successful Youth
Strong Leaders
Safe Communities

Maryland Department of Juvenile Services

Data Resource Guide Fiscal Year 2017

Maryland Department of Juvenile Services

State of Maryland
Larry Hogan, Governor
Sam Abed, Secretary
December 2017

This guide fulfills the Statutory Reporting Requirements set forth in Md. Human Services Code Ann. §9-204 regarding the Agency's comprehensive juvenile services plan as well as reporting juvenile recidivism rates.

This Data Resource Guide as well as previous editions can be found on the DJS website:
<http://djs.maryland.gov/Pages/Data-Resource-Guides.aspx>

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Letter from the Governor...

Dear Friends:

It is my pleasure to present the Department of Juvenile Services' FY 2017 Data Resource Guide.

Since taking office in January 2015, our administration has worked hard to help Maryland's communities thrive by focusing on public safety, economic development, improving education, and common sense solutions to improve the quality of life for all Marylanders. Our executive departments each have a unique role to achieve our goal of changing Maryland for the better.

Maryland's Department of Juvenile Services serves families and youth involved in the juvenile justice system and plays a vital role in public safety by providing treatment programs and supportive services designed to address the underlying needs of these young individuals. These services range from housing at-risk youth in detention and treatment facilities to providing and facilitating supervision in their communities. These interventions contribute to improved safety in our neighborhoods and increase the ability of our young people to prosper and contribute to their communities.

From initial intake to aftercare planning and supervision, the department is leading the way to improve outcomes for youth who have contact with the juvenile justice system, and will continue to implement significant reforms that impact every stage of the juvenile justice process.

Our administration remains committed as ever to keeping Maryland's communities safe and giving youth and families the resources they need to succeed. With the help of the Maryland Department of Juvenile Services and other executive agencies, we can continue improve the lives of all citizens throughout Maryland.

Sincerely,



Larry Hogan
Governor



Larry Hogan

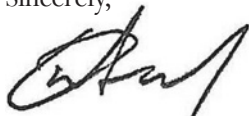
A Word from the Secretary...

Welcome to the seventh edition of the Department of Juvenile Services' Data Resource Guide (DRG). This annual publication forms the backbone of our data-driven decision-making and can assist in the decision-making process for many of our stakeholders. The information contained in the DRG provides a detailed look at our system and the ongoing trends in recent years. We publish the DRG every year to not only meet statutory obligations but to provide more transparency to our partners both on the local and State level as well as the general public. I hope that the DRG provides the information you need and insight into Maryland's juvenile justice system.

If you are looking for a basic overview of the history, structure, and operation of the Department of Juvenile Services, Section I is a good place to start to get an understanding of how the agency works within Maryland's juvenile justice system. In Section II, data from our Intake and Community Supervision operations is provided for the State, regional, and county levels, respectively. For our seven secure youth detention facilities in Maryland, Section III provides data ranging from admissions and demographics for our detention populations to offense levels and length of stay. Similar data is provided in Section IV for our six committed programs, which provide secure, court-ordered treatment services to youth in the juvenile justice system. Lastly, Section V provides the most recent recidivism data for youth under DJS care and supervision.

As always, I would like to thank everyone involved in the creation of this year's DRG, especially the department's Research and Evaluation Unit, who analyzed and compiled the data. Without their tireless efforts, the DRG would not become a reality. I would also like to thank all of the hard working employees of the Department of Juvenile Services for contributing to success of the youth in our care. Our success is measured by the success of our youth. I look forward to building on our successes to improve the lives of youth, making communities safer and changing Maryland for the better.

Sincerely,



Sam Abed



Sam Abed

Commonly Used Acronyms

ACA	American Correctional Association
ADP	Average Daily Population
AIM	Accountability Incentives Management
ALOS	Average Length of Stay
APD	Assistant Public Defender
ART®	Aggression Replacement Training
ASA	Assistant State's Attorney
ASSIST	Automated Statewide System of Information Support Tools
ATD	Alternatives to Detention
AWOL	Absent Without Leave
BCDC	Baltimore City Detention Center
BCJJC	Baltimore City Juvenile Justice Center
BHDI	Behavioral Health Diversion Initiative
BMHS	Baltimore Mental Health Systems
CD	Community Detention
CDS	Controlled Dangerous Substances
CHHS	Charles H. Hickey, Jr. School
CINA	Child In Need of Assistance
CINS	Child In Need of Supervision
CJCA	Council of Juvenile Correctional Administrators
CJIS	Criminal Justice Information System
CMS	Case Management Specialist
CMSS	Case Management Specialist Supervisor
COMAR	Code of Maryland Regulations
COP	Certificate of Placement
CRC	Central Review Committee
D/ERC	Day/Evening Reporting Center
DBM	Department of Budget and Management
DDA	Developmental Disabilities Administration
DHS	Department of Human Services (formerly DHR)
DJS	Department of Juvenile Services
DMC	Disproportionate Minority Contact
DPSCS	Department of Public Safety and Correctional Services
DRAI	Detention Risk Assessment Instrument
DRAP	Detention Reduction Advocacy Program
DRG	Data Resource Guide
EBS	Evidence Based Services
EM	Electronic Monitoring
FAFP	For Authorization of Formal Petition
FCT	Family Centered Treatment

FFT	Functional Family Therapy (an EBS)
FY	Fiscal Year
GOC	Governor's Office for Children
GOCCP	Governor's Office of Crime Control & Prevention
GPS	Global Positioning System
ICFA	Intermediate Care Facilities for Addictions
IRC	Interagency Rates Committee
JCR	Joint Chairmen's Report
JDAI	Juvenile Detention Alternatives Initiative
JJDP	Juvenile Justice and Delinquency Prevention Act
JJMU	Juvenile Justice Monitoring Unit
LESCC	Lower Eastern Shore Children's Center
MAST	Multi-Disciplinary Assessment Staffing Team
MCASP	Maryland Comprehensive Assessment and Service Planning
MDH	Maryland Department of Health (formerly DHMH)
METS	Maryland Evaluation & Treatment Services (formerly SMART)
MHA	Mental Hygiene Administration
MSDE	Maryland State Department of Education
MST	Multisystemic Therapy (an EBS)
MYRC	Maryland Youth Residence Center
NCCD	National Council on Crime and Delinquency
NFS	Non-Fatal Shooting
OJJDP	Office of Juvenile Justice & Delinquency Prevention
OPD	Office of the Public Defender
PREA	Prison Rape Elimination Act
RA	Resident Advisor
RICA	Regional Institute for Children and Adolescents
RRI	Relative Rate Index
RTC	Residential Treatment Center
RTSP	Residential Treatment Service Plan
SAB	State Advisory Board (DJS)
SAO	State's Attorney's Office
SOS	Spotlight on Schools Program
SPI	Safety Planning Initiative
START	Social Skills Training & Aggression Replacement Techniques
TFC	Treatment Foster Care
TGH	Therapeutic Group Home
TSP	Treatment Service Plan
VOP	Violation of Probation
WMCC	Western Maryland Children's Center

Terms and Concepts

Absent Without Leave (AWOL): A youth who absconds from a non-secure residential program.

Accountability Incentives Management (AIM): A structured statewide system of responses to deter negative behaviors and encourage positive behaviors of youth under court-ordered community supervision. AIM seeks to reduce technical violations of supervision by ensuring certain, fair, and immediate responses to youth behavior that promote successful completion of supervision.

Adjudicatory Hearing: Proceeding before a juvenile judge or magistrate to determine the truth of allegations made against a youth. If the allegations concerning the commitment of a delinquent act are found to be true, the youth may be adjudicated delinquent.

Admission: See definition for “commitment versus admission” and “placement versus admission”.

Aftercare: Supervision and individualized treatment services provided to youth in the community following discharge from a residential program. A youth is assigned an aftercare worker at the time of commitment.

Alternatives to Detention (ATD): Community-based program options to secure detention that provide structured supervision and accountability of youth who would otherwise be detained pending adjudicatory hearings in the juvenile court.

Automated Statewide System of Information Support Tools (ASSIST): DJS client database.

Average Daily Population (ADP): Daily population of youth averaged over the number of days in a given time period.

Average Length of Stay (ALOS): Average total number of days in residential placement between admission and release. Youth detained in more than one facility during a contiguous stay are counted as a single placement.

Behavioral Health Diversion Initiative: An initiative to screen and divert youth for mental health services funded by the Annie E. Casey Foundation.

Case Management Specialist (CMS): DJS staff who provide case management services to youth in community and residential settings. Case managers provide supervision, develop treatment plans, link youth with necessary resources and services, monitor progress, and modify treatment plans as needed.

Central Review Committee (CRC): A central committee that convenes weekly to hear case reviews of youth at-risk of removal from a committed placement, direct changes in the youths’ provision of services, and make youth placement transfer decisions. Members include the Directors of the Behavioral Health and Resource Offices, the Executive Directors of Residential Placements and Community Supervision, and a representative from MSDE.

Certificate of Placement (COP): The document which reflects a youth’s placement location, services, and authorizes payment for services.

CHALLENGE: A behavioral management program implemented in DJS’ state-operated residential facilities with the goal of developing pro-social behavior and individual accountability/responsibility using a token economy and social skills education to incentivize positive behavior.

Child In Need of Assistance (CINA): A youth who has been physically, sexually, or emotionally abused or neglected by a parent or other person responsible for the youth’s care.

Child In Need of Supervision (CINS): A youth who is habitually truant, disobedient, ungovernable, or who commits an offense applicable to youth only.

Commitment versus Admission: A commitment is a court order placing a delinquent youth in DJS’ care. The youth is usually placed into an out-of-home program, but may also be provided services at home. An admission occurs when a juvenile physically arrives at a facility and is officially entered into the facility’s roster. An admission may occur days/weeks after the juvenile is committed to DJS (in the interim, a youth is considered to be on “pending placement” status – see Pending Placement). A single admission to an out-of-home program could be the result of multiple commitments (e.g., a juvenile may be committed by more than one court, or have multiple charges with “committed” dispositions). Thus, the number of commitments will not equal the number of admissions to committed programs.

Community Detention (CD): A program monitored by DJS in which a delinquent child or a child alleged to be delinquent is placed in the home of a parent, guardian, custodian, other fit person, or in shelter care, as a condition of probation or as an alternative to detention (ATD). Community detention includes electronic monitoring (EM).

Complaint: A written statement made by any person or agency to a DJS intake officer, which if true would support allegations of a juvenile petition.

Cross-Over Youth Initiative: DJS partnered with Georgetown University to implement the Cross-Over Youth Initiative in Prince George's County in 2015. In April 2017, the Initiative was implemented in Montgomery County. The goal of the initiative is to work specifically with youth who are dually involved in both the juvenile justice system and the child welfare system. The initiative creates a "one judge" model where a single judge oversees both the juvenile and child welfare cases to ensure consistency and comprehensive services for the youth and family. Additionally, the initiative has fostered increased communication and collaboration between the staff members of DJS and local Department of Social Services.

Day/Evening Reporting Center (D/ERC): A program that serves youth as an alternative to detention. Youth are required to report daily to ensure the youth is monitored and gets back to court for hearings.

Delinquent: A youth who has been adjudicated for an act which would be a crime if committed by an adult and who requires guidance, treatment, or rehabilitation.

Detention: Temporary, short-term (1-30 days) physically secure housing of youth who are awaiting court disposition and require secure custody for the protection of themselves or the community and/or to ensure court appearance.

Detention Hearing: A court proceeding to determine whether a youth shall be placed in or continued in detention.

Detention Risk Assessment Instrument (DRAI): An assessment of a youth's risk to reoffend and/or fail to appear for future court dates used to guide whether the youth should be detained, placed in a detention alternative, or released to a parent/guardian.

Direct Care Staff: An employee whose primary duty is to provide direct supervision of youth.

Disposition: The action taken by the juvenile court that outlines whether the youth requires guidance, treatment, or rehabilitation and, if so, the nature of such assistance e.g., probation terms or commitment. (Note: In adult courts, this is known as a "sentence.")

Disproportionate Minority Contact (DMC): A rate of contact with the juvenile justice system among youth of a specific minority group that is significantly different than the rate of contact for whites (i.e., non-Hispanic Caucasians) or for other minority groups (See RRI definition).

Diversion: A program or practice where the primary goal is to reduce the occurrence of juvenile crime by diverting a youth from the traditional juvenile justice system and providing an alternative to formal processing. Diversion programs and practices vary in terms of the juvenile justice contact point which the youth is diverted and the types of services provided. Juveniles may be diverted by law enforcement before arrest, during DJS intake, or even after adjudication but before disposition.

Ejection from Committed Placement: A youth's removal from an out-of-home placement upon determination that he/she failed to comply with the rules and conditions of the program. Following an ejection a youth may require a new out-of-home placement. A youth may remain in detention pending a new placement.

Electronic Monitoring (EM): A statewide program providing close monitoring of youth in the community as an alternative to residential placement/detention. Youth wear an ankle bracelet that electronically monitors their movement and compliance to established location parameters. This may involve the use of global positioning systems (GPS).

Escape: Absconding from a secure DJS residential program (including youth centers) or detention facility (including Community Detention).

Evidence Based Services (EBS): Programs that have been found to be effective based on the results of rigorous evaluations.

Family Centered Treatment (FCT): A family preservation model of in-home treatment provided by Institute for Family Centered Services, Inc. (IFCS). The IFCS team utilizes FCT to help families learn and adopt positive behavioral patterns.

Family Engagement: A collaborative relationship between families and the Department of Juvenile Services throughout the youth's involvement in the system.

Felony vs. Misdemeanor: In Maryland a crime is either a felony or a misdemeanor. Generally, felonies are the more serious of these two types of crimes. However, there is no clear line for determining whether a crime is a felony or misdemeanor based on the statutory maximum penalty associated with the offense. Unless specified in a statute or the offense was a felony at common law, a crime is considered

a misdemeanor. Most statutes specify whether a crime is a misdemeanor or a felony. Common law crimes retain common law grades as either felonies or misdemeanors unless changed through the legislative process. The General Assembly may choose to label a statutory crime a felony or misdemeanor independent of the amount of punishment the statute provides. The General Assembly may also choose to change the status of a crime from a misdemeanor to a felony or a felony to a misdemeanor.

Fiscal Year (FY): The time period measured from July 1st of one year to June 30th of the following year. FY 2017 runs from July 1, 2016 through June 30, 2017.

For Authorization of Formal Petition (FAFP): DJS has statutory authority to screen all juvenile complaints referred. A case not resolved or diverted through an informal agreement by DJS intake officers will be referred to a juvenile court for formal processing.

Functional Family Therapy (FFT - an EBS): An outcome-driven prevention/intervention program for youth demonstrating the entire range of maladaptive behaviors such as delinquency, violence, substance use, Conduct Disorder, Oppositional Defiant Disorder, or Disruptive Behavior Disorder. Flexible delivery of service is provided by one or two person teams to clients in home, clinic, school, juvenile court, community-based programs, and at re-entry from institutional placement.

Global Positioning System (GPS): A global navigation satellite system that provides location and time information for youth monitored with a global positioning system receiver.

Group Home: A residential program licensed by DHS, DJS or MHA/MDH to provide 24-hour supervised out-of-home care for 4 or more youth providing a formal program of basic care, social work, and health care services.

Hardware Secure Facility: A facility that relies primarily on the use of construction and hardware such as locks, bars, and fences to restrict freedom.

Informal (or “Pre-Court”) Supervision: An agreement between DJS and a youth and family to complete certain conditions such as entering into counseling and/or DJS monitoring without court involvement.

Intake: The process for reviewing a complaint against a youth and determining whether the juvenile court has jurisdiction and whether judicial action is in the best interest of the public and/or the youth. During intake, youth and their family may be offered services.

Juvenile Court: A division of the Circuit Court in Maryland.

Juvenile Detention Alternatives Initiative (JDAI): A best practice model that addresses inappropriate and unnecessary use of detention and reduces the failures of juveniles to appear in court. A primary goal of JDAI is to reduce overcrowding in detention centers by safely maintaining youth in the community in detention alternatives without jeopardizing public safety or increasing the number of youth who fail to appear for court.

Juvenile Justice Monitoring Unit (JJMU): Administratively housed in the Office of the Attorney General, the unit investigates the needs of children under the jurisdiction of DJS and determines whether their needs are being met in compliance with State law. This includes evaluating the conditions of youth housing, reporting on treatment of and services to youth, and investigating allegations of child abuse.

Maryland Comprehensive Assessment and Service Planning (MCASP): MCASP uses integrated case management to assess risks and needs of youth throughout their DJS involvement and develop interventions to accomplish the goals of public safety and youth rehabilitation. MCASP enables DJS to strengthen individualized service plans for youth and families and match them with appropriate services/programs; to track youth progress; and to ensure that each youth receives the level of supervision consistent with his or her risk to public safety.

Maryland Evaluation and Treatment Services (METS - formerly SMART): A web-based platform that provides key case management functions, including assessments, contacts, and treatment service planning in coordination with the DJS ASSIST system.

Maryland Police and Correctional Training Commissions (MPCTC): Under DPSCS, MPCTC is vested with the authority to set standards of initial selection and training for all governmental law enforcement, correctional, parole and probation, and juvenile services employees in the State of Maryland, and to otherwise upgrade the professionalism of these officers. MPCTC provides certification and on-going training to DJS staff.

Misdemeanor: See definition for “felony versus misdemeanor”.

Multidisciplinary Assessment Staffing Team (MAST): A specialized regional diagnostic team responsible for assessing and evaluating youth who are detained and at risk of out-of-home placement, prior to disposition. Following the in-depth review, the MAST prepares security and treatment recommendations to the juvenile court. The MAST includes psychologists, social workers, community and facility case managers and supervisors, resource specialists, MSDE representatives, and individuals from other disciplines as needed.

Multisystemic Therapy (MST - an EBS): An intensive family- and community-based treatment program that addresses the serious anti-social behavior of juvenile offenders. The major goal of MST is to empower parents and youth with the skills and resources needed to independently resolve the difficulties that arise in coping with family, peer, school, and neighborhood problems. Intervention strategies include family therapy, structural family therapy, behavioral parent training, and cognitive behavior therapies. MST is a home-based model of service delivery.

Pending Placement: A temporary placement status for youth who have been committed for placement in an out-of-home residential facility and are awaiting placement. Youth may be “pending placement” in a variety of settings including: detention facility, home, home with additional services, home under community detention and/or electronic monitoring, family shelter care, structured shelter care, acute care hospitals, or psychiatric respite care programs.

Petition: A formal written request filed by the State’s Attorney’s Office with the juvenile court alleging that a child is delinquent, in need of supervision (CINS) or in need of assistance (CINA).

Placement versus Admission: A placement is based on a decision made by an intake officer or judge to place a youth into detention or a committed program. An admission occurs when a youth physically enters a facility either through direct placement or through transfer. Thus, during one placement, a youth may have several admissions and these counts will not match.

Pre-Adjudication Coordination and Training (PACT): PACT Evening Reporting Center serves youth 14 to 17 years of age in Baltimore City as an alternative to detention. It utilizes a youth development model and works to collaborate with participants, their families, DJS, and other partners to develop a plan to address the underlying issues which lead to anti-social or delinquent behavior.

Probation: Court-ordered supervision of youth in the community requiring youth to meet court-ordered probation conditions (general and case specific), including, for example, school attendance, employment, community service, restitution, counseling, or participation in substance abuse treatment.

Racial Equity: A condition that would be achieved if one’s racial or ethnic identity no longer predicted, in a statistical sense, how one fares.

Recidivism: Subsequent juvenile/adult criminal involvement of youths released from committed residential programs/placed on probation.

Relative Rate Index (RRI): A measure of Disproportionate Minority Contact (DMC) with the juvenile justice system. It is a standardized tool used to assess the level of racial disparity introduced at each decision point (detention, court referral, etc.) For example, RRI compares the detention rate for white youth with the detention rate for youth of a specific minority group. (See Appendix O)

Re-entry: A broad term used to refer to issues related to the transition from out-of-home committed placement to community supervision. Generally, re-entry involves a plan to ensure the service delivery once youth return to the community.

Resident Advisor: DJS staff position that provides supervision, support, care, and monitoring of youth placed in DJS-operated facilities.

Residential Treatment Center (RTC): A mental health facility for children and adolescents with long-term serious emotional, behavioral, and psychological problems. RTCs provide intensive services and should only be considered when therapeutic services available in the community are insufficient to address a youth’s needs. In addition to Maryland RTCs, DJS uses a variety of out-of-state providers, including RTCs funded through Medical Assistance, with rates set by the Maryland Interagency Rates Committee, and facilities that are not RTCs and serve moderate-to-high-risk multi-problem youth. These are youth who may be exhibiting moderate psychiatric symptomatology and aggressive behavior, or who have histories of unsuccessful/repeated placements and/or hospitalizations. Treatment models vary depending on the client focus of the program but all provide individualized treatment plans, are comprehensive in services, highly structured, treatment oriented, and behaviorally focused.

Residential Treatment Service Plan (RTSP): A structured treatment planning tool to guide treatment services for youth placed in DJS-operated committed programs.

Resolved at Intake: A determination that furthering the case by forwarding it to the State’s Attorney’s Office for formal processing would be disadvantageous to the interests of the youth and to public safety.

SafeMeasures: An analytic service provided by the National Council on Crime & Delinquency which provides timely management reports and indicators to DJS case-management, supervisory, and executive staff. SafeMeasures pulls data from DJS’ existing databases and creates visual indicators and reports to ensure that agency’s requirements for effective facility operations, case management, and supervision are tracked and met.

Safety Planning Initiative (SPI): An intense supervision initiative for youth in DJS care who are witnesses to, or victims of violent acts, or otherwise at-risk of violence. Prior to July 2015, these youth were under the auspices of VPI and captured within those data.

Shelter Care: Temporary, short-term (1-30 days), non-secure housing of youth who are awaiting court disposition. Shelter beds serve as an alternative to detention or other short-term circumstance where family or other housing is not available.

Social History Investigation (SHI - formerly PDI): The written study of a youth and his/her family that is presented to the juvenile court. A Social History Investigation emphasizes social and legal histories as well as the domain areas of: family functioning, substance abuse, mental health, somatic health, education, employment, and life skills.

Social Skills Training and Aggression Replacement Techniques (START): Based on Aggression Replacement Training (ART), which is an evidence-based, cognitive behavioral, group intervention for committed youth with chronic aggression. START focuses on developing youth’s social skills, anger control, and moral reasoning, including skills streaming, anger control training, and moral reasoning training.

Spotlight on Schools (SOS) Program: An initiative to place case managers on-site at certain key schools across the state. DJS Spotlight workers monitor and respond immediately to attendance issues, referrals for disruptive behavior, suspensions, and drop-out issues for youth under DJS supervision, and offer prevention and early intervention services to other at-risk students. In addition, SOS workers provide immediate, on-site intake services for students involved in delinquent activity.

Staff Secure: Residential programs where youth movement is controlled by staff supervision rather than by restrictive architectural features.

State Advisory Board: The Board consists of 19 members appointed by the Governor for 3-year terms. The Board recommends to the Secretary of Juvenile Services policies and programs to improve State juvenile services. The Board helps plan development, use of resources, and helps inform the public of the Department’s work.

Treatment Service Plan (TSP): A written document identifying treatment objectives, services, and service linkages that address the needs of the youth and family. It also examines the safety and appropriateness of the youth’s placement, guides DJS’ recommendations to the juvenile court for permanency planning (where appropriate), and monitors level of supervision and services required.

Under 13 (U-13) Initiative: A school-based intervention designed to provide support and services for juvenile offenders ages 12 years and younger through collaborative partnerships between DJS, Baltimore City/PG County Public Schools, the local Department of Social Services, and other child-serving stakeholders.

Ungovernable: Defined as being beyond the control of parents, guardians, or custodians or being disobedient of parental authority.

Violation of Probation (VOP): A hearing conducted by the court to determine if the conditions of community supervision have been violated. A VOP is considered a technical violation if it does not involve a new delinquent offense.

Violence Prevention Initiative (VPI): Implemented in January 2008, VPI provided intensified levels of supervision and targeted services for youth at highest risk of being victims/perpetrators of crimes of violence. This initiative incorporated a level system and continuum of graduated responses to ensure that immediate and appropriate actions were consistently applied when youth were non-compliant. VPI ended at the close of FY 2016.

Youth: The preferred term for individuals under 18 years of age as used by DJS.

A photograph of a woman with dark hair, wearing a black top and a silver chain bracelet, hugging a person from behind. The person being hugged is wearing a black shirt and is holding a large, ornate gold trophy with a clear crystal base. The background is slightly blurred, showing what appears to be a school hallway with posters on the wall.

Section I: An Overview of the Maryland Department of Juvenile Services

A youth is congratulated by his mother after winning the CHAMPS oratorical contest for Black History Month at Charles H. Hickey Jr. School.

Introduction to the Maryland Department of Juvenile Services

MISSION OF THE MARYLAND DEPARTMENT OF JUVENILE SERVICES (DJS)

By law, DJS is a child-serving agency responsible for assessing the individual needs of referred youth and providing intake, detention, probation, commitment, and aftercare services.

DJS collaborates with youth, families, schools, community partners, law enforcement, and other public agencies to coordinate services and resources to contribute to safer communities.

The Department of Juvenile Services (DJS) is an executive agency charged with the responsibility of appropriately managing, supervising and treating youth who are involved in the juvenile justice system in Maryland. DJS provides individualized care and treatment to youth who have violated the law or who are a safety risk to themselves or others. Objective screening and assessment tools are utilized to manage youth with the guidance of the data collected. DJS works with partners in the community to achieve meaningful improvements to the outcomes of the youth served.

Vision

Successful Youth, Strong Leaders, Safer Communities

DJS Strategic Plan Goals

1. Improve positive outcomes for justice-involved youth.
2. Only use incarceration when necessary for public safety.
3. Keep committed and detained youth safe while delivering services to meet youth needs.
4. Ensure a continuum of care for justice-involved youth that is age- and developmentally-appropriate.
5. Build, value, and retain a diverse, competent, and professional workforce.
6. Enhance the quality, availability, and use of technology to improve services for staff, youth and families.

DJS Values

- The safety of the citizens of Maryland and the fair, safe, and humane treatment for all youth in our care.
- The families, communities, stakeholders, and staff who support positive change in our youth.
- The experience, expertise, diversity, and integrity of our staff.
- Fairness and cultural competence regardless of race, ethnicity, gender, sexual identity, or religion.
- Creating opportunities for youth and families to promote positive growth and development.
- A community-based approach with the least restrictive appropriate interventions.
- Continuous improvement and learning in all individuals.
- Excellence, innovation, and quality practices based on data and research.
- Change for the growth opportunities it brings.
- Accountability.
- Collaboration and teamwork.

OBJECTIVE ASSESSMENT TOOLS

Objective screening and assessment tools are used to guide key decisions. For example, DJS Intake Officers are statutorily empowered to screen juvenile offenses and determine which complaints should be referred to the State's Attorney's Office for formal court petitioning. This decision is guided by a risk assessment tool that is part of the Maryland Comprehensive Assessment and Service Planning (MCASP) process. It factors in a youth's history of delinquency, history of social risk factors, and the seriousness of the current offense(s) to identify those cases requiring court action.

The Detention Risk Assessment Instrument (DRAI) evaluates whether a youth should be held in secure detention or placed in a supervised detention alternative while awaiting a hearing on the merits of a juvenile complaint. This tool helps the Department improve its detention practices by taking subjectivity out of the critical detention decision, with a goal of detaining only those youth who pose a risk to public safety, to themselves, or who would not otherwise appear in court.

If a youth has been adjudicated delinquent, the Department then utilizes the MCASP Needs Assessment to identify the youth's treatment and security needs, and serves as the basis for the Treatment Service Plan (TSP) development. Using an objective instrument allows the Department to make better matches between youth and the course of treatment available within the continuum of care. The continuum of care spans in-home probation supervision with services, community-based out-of-home treatment, and state and privately-operated secure programs, all designed to address youth needs, and the factors that led the youth to delinquent behavior.

MANAGING WITH DATA

The information developed from assessment tools as well as information collected by caseworkers, investigators, auditors, and facility staff is used in all levels of DJS management. Data reports are available to field staff and managers through the Automated Statewide System of Information Support Tools (ASSIST) and SafeMeasures reporting systems. Data are also regularly analyzed by the Research and Evaluation staff, generating reports for agency decision makers, the Governor's Office, and reports to the Maryland Legislature. This *Data Resource Guide* represents the most comprehensive report of the Department's aggregated data. County and program level data are readily available to all. This is crucial for practitioners because statewide trends could mask local trends. As innovative new ways of examining information are uncovered, these will be incorporated into this publication.

COMMUNITY PARTNERSHIPS

The Department's partnerships start in the community. Throughout the State, the Department works with local law enforcement, courts, health departments, attorneys, and other stakeholders to keep department youth safe and supported. Field staff make referrals to community-based providers who help meet the treatment needs of youth under supervision in the community.

State partners, such as the Maryland State Department of Education (MSDE), the Maryland Department of Human Services (DHS) and the Maryland Department of Health (MDH) collaborate at many levels to deliver services in the most effective manner. DJS also works closely with the Maryland State Police (MSP), and the Governor's Office of Crime Control and Prevention (GOCCP) to ensure information is shared across agencies, and public safety goals are met.

Re-entry Strategic Plan Goals

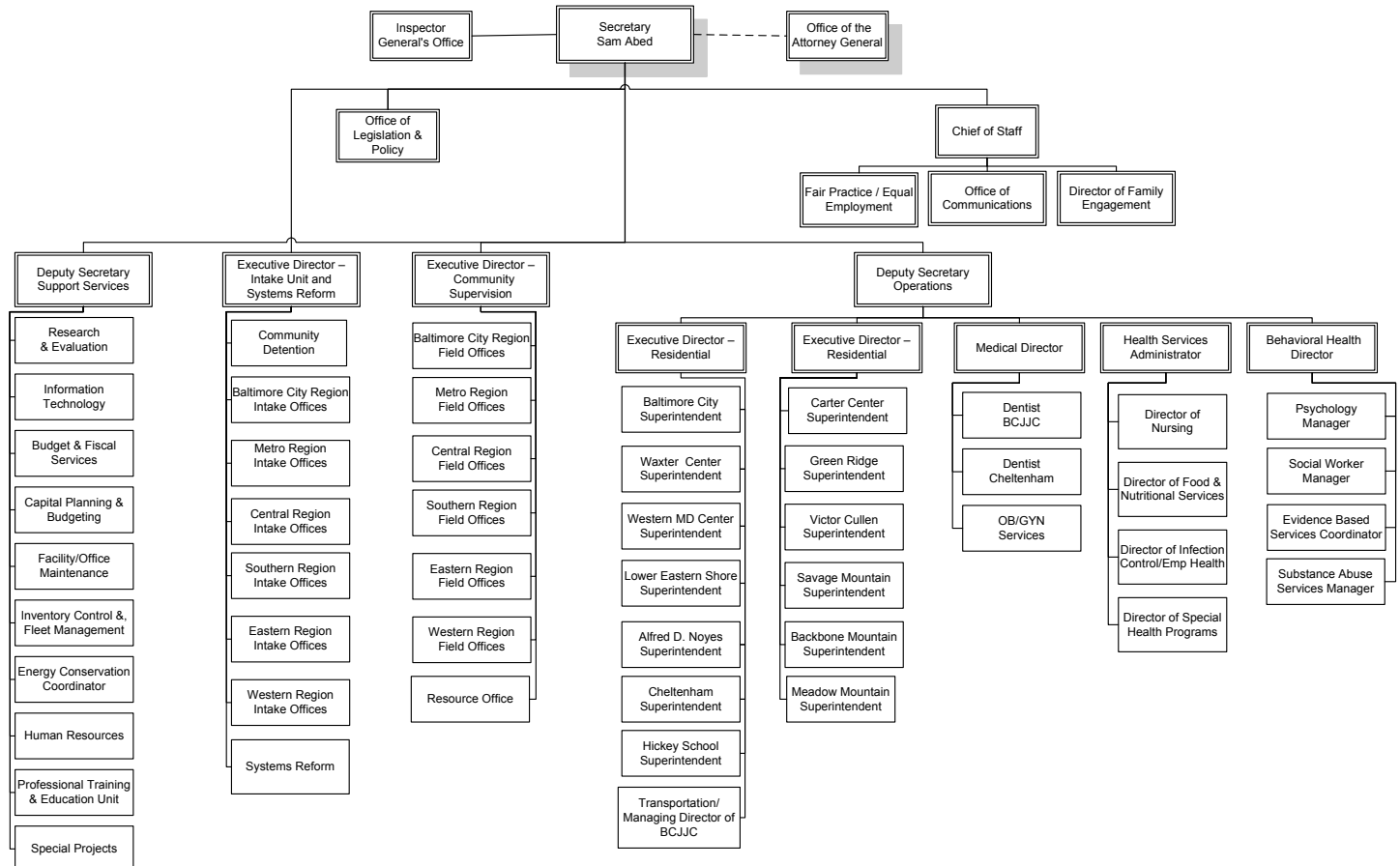
After implementing a number of front-end system reform initiatives in recent years, DJS has expanded its reform efforts to the committed youth population. A statewide retreat was held bringing DJS' community and residential staff and administrators together with agency stakeholders including representatives from the Judiciary, Office of the Public Defender, State's Attorney's Office, service providers, and the advocacy community.

DJS' Strategic Re-Entry Plan was developed and implemented in FY 2016 with goals, objectives, and performance measures to ensure that youth being released from committed placement successfully transition to life back in their home communities. Among the objectives are transition planning components for family engagement, re-enrollment in school, and connecting to work opportunities.

- Goal 1: Reduce recidivism by providing supervision to all youth returning home from committed care.
- Goal 2: Engage families of committed youth at all key case planning decision points.
- Goal 3: Connect all committed youth needing educational services to local education resources.
- Goal 4: Connect all youth to local employment services and resources.
- Goal 5: Connect all youth in need of behavioral or somatic health services to local resources to provide continuity of care.

Organizational Chart

AS OF NOVEMBER, 2017



Agency Organization

The Department of Juvenile Services serves the entire state by providing support for community programs and services, community supervision and case management, and custody and care of committed juveniles.

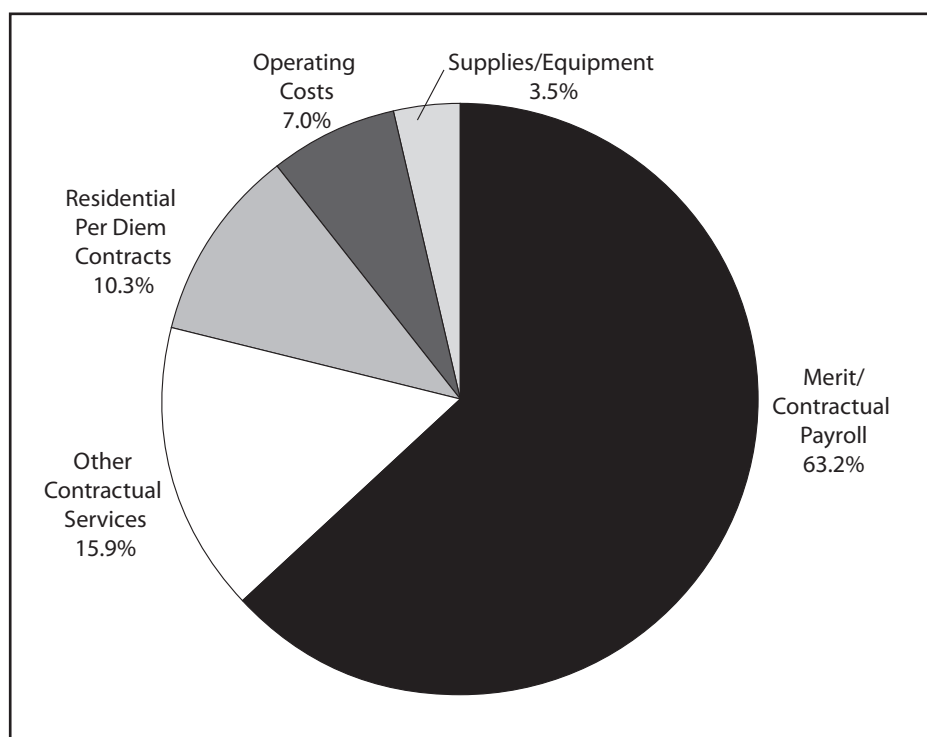
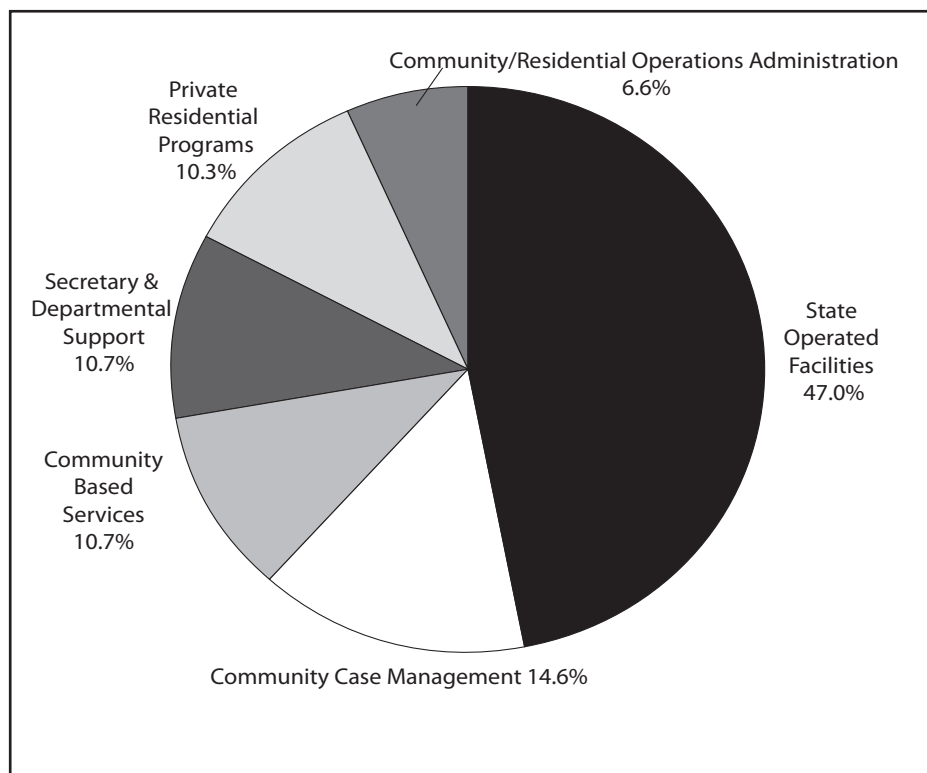
Headquarters, located in Baltimore City, houses the Office of the Secretary and functions as the hub for all support services.

Agency functions are divided among the following:

- The Secretary oversees the Chief of Staff, Deputy Secretaries, Executive Directors of Community Supervision, Intake & Systems Reform, Office of the Inspector General, and the Office of Legislation & Policy.
- The Chief of Staff oversees the Office of Fair Practice/Equal Employment, the Office of Communications/Special Projects, and the Office of Family Engagement.
- The Deputy Secretary for Support Services manages the following offices: Research and Evaluation, Budget and Fiscal Services, Capital Planning and Budgeting, Information Technology, General Services, Human Resources, and Professional Training and Education.
- The Deputy Secretary for Operations oversees residential operations including the managing director of the Baltimore City Juvenile Justice Center (BCJJC)/transportation services, as well as Somatic Health, Behavioral Health/Substance Abuse, and Mental Health Services.

DJS Operating Expenditures, FY 2017

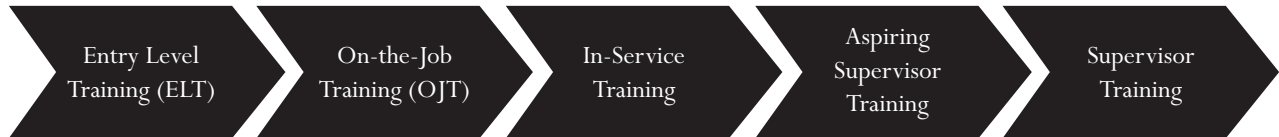
During the fiscal year ending June 30, 2017, the Department expended a total of \$279.7 million. The first pie chart reflects the major cost centers for which these funds were expended, and the second shows the expenditures by major object group.



Percentages may not add to 100% due to rounding.

Professional Training and Education Unit (PTEU)

The PTEU supports DJS by engaging its employees in innovative training opportunities around the policies that ensure the use of effective procedures and practices in juvenile justice. PTEU manages and guides a spectrum of tactical professional development opportunities that help to sustain the strategic direction of DJS leadership. PTEU plans, designs, and implements professional training opportunities for managers, supervisors, and staff along a continuum ranging from Entry Level Training (ELT) for its newest employees to Executive Training for its leaders.



PTEU plays a critical role in the Department's ability to attract and retain skilled and talented employees. Upon initial recruitment, all staff already possess personal attributes that are assets to the agency. PTEU's aim is to increase knowledge, enhance skills, and enrich staff attributes so that they are equipped and motivated to achieve DJS' vision, mission, and goals. In its training delivery, PTEU strives to uphold DJS core values and contribute to an optimistic organizational culture. PTEU offers:

- **Entry Level Training** is the first encounter that a new staff member has once they successfully complete the hiring process. PTEU conducts several 6-week ELT sessions for newly hired employees each year. In FY 2017, ELT embraced the core value of continuous improvement and learning for all individuals by adding new elements to the training such as collaborating with Carroll Community College to offer a 12-hour grammar class and the awarding of 5 college credits for students who successfully complete ELT and OJT.
- **On-the-Job Training** (OJT) continues to build proficiency and confidence by providing more individualized hands-on learning.
- **In-Service Training** is coordinated by training administrators within each region. Administrators ensure 100% compliance with in-service training requirements set forth by the Maryland Police and Correctional Training Commission's (MPCTC) regulations for mandated staff within their purview. In addition, they manage and coordinate annual in-service training programs to comply with state and national standards for juvenile justice training.
- **Aspiring Supervisor Training** is now offered to staff seeking to build their knowledge, skills, and abilities around supervisor duties.
- **Supervisor Training** sessions are offered each quarter so that employees who have been promoted to supervisory positions can fulfill the requirement within one year as required by COMAR.
- **Specialized Training/Initiatives** are also offered as appropriate. Examples of recent specialized training conducted between January 2016 and July 2017 include:
 - Collaborating with DJS' Human Resources and Behavioral Health to offer the Adult Mental Health First Aid (AMHFA) training program and certified 67 DJS staff as first responders of mental health crises
 - Conducting two MPCTC approved General Corrections Basic Instructor Train the Trainer (T for T) courses that increased the number of adjunct instructors by 37.
 - Achieving PTEU's goal of completing mandated PREA refresher training for facility staff and authorized providers.
 - Being an active participant in new initiatives implemented at DJS that partner with outside organizations such as Trauma Informed Care training and the Trauma, Addiction, Mental Health and Recovery (TAMAR) model.
 - Developing opportunities to engage staff in asynchronous online training through technology such as the HUB. Currently, PTEU is collaborating with DJS' Behavioral Health Unit to develop its own HIPAA compliance training to be completed online and deployed via the HUB.

The **PTEU Certification Unit** is responsible for maintaining the accuracy of the Skills Manager training database. Skills Manager is a robust system used for collecting, managing, and reporting of records related to professional development, education, and training of all employees for the length of their careers. The Unit reports duty, training, and certification status of mandated employees to the MPCTC on a continuous basis. The Unit also submits requests for training program approvals, instructor certifications, and the year-end training compliance report for mandated employees.



PTEU staff along with Chief of Staff Jay Cleary and Deputy Secretary Lynette Homes

Juvenile Justice in Maryland – A Historical Evolution

1800s

- 1830: Maryland Legislature passed “An Act to Establish a House of Refuge for Juvenile Delinquents” that created for the first time an authority to provide troubled children with homes, education, and job training.
- 1850: House of Refuge opened.
- 1850-1882: Maryland built four “reform schools” for young people, governed by private boards and segregated by race and sex.
- 1866: Maryland Industrial School for Girls opened, and operated under various names, finally as the Montrose School, and closed in 1988.
- 1870: House of Reformation & Instruction for Colored Children opened. It operated under various names, renamed to the Cheltenham Youth Facility in 1992 and became Cheltenham Youth Detention Center in 2016.
- 1882: Industrial Home for Colored Girls opened. It merged with Montrose School for Girls in 1962.

1910-1918

- House of Refuge (opened in 1850) became Maryland School for Boys (1910) and in 1918 became the Maryland Training School for Boys.

1922

- State Department of Education operated the training schools.

1943

- State Department of Public Welfare, Bureau of Child Welfare, Division of Institutions operated the training schools.

1960s

- 1966-1969: State Department of Juvenile Services became the central coordinating agency for juvenile investigation, probation and aftercare services, and for State juvenile, diagnostic, training, detention, and rehabilitation institutions.
- 1967: State Department of Juvenile Services assumed administrative responsibilities for all State children’s centers and boys’ forestry camps.
- 1968: Patterson House (Group Home for Girls) opened. It closed in 1992.
- 1969: Department of Health and Mental Hygiene, organized the Juvenile Services Administration to administer all schools, youth detention centers, forestry camps, and probation/aftercare programs.

1970s

- 1970: Alfred D. Noyes Children’s Center opened in Montgomery County.
- 1972: Group Home for Boys opened, became the William Donald Schaefer House in 1992.
- 1972: Maryland Youth Residence Center (MYRC) opened.

1980s

- 1982: J. DeWeese Carter Center opened.
- 1985: Maryland Training School for Boys became the Charles H. Hickey Jr. School (CHHS).
- 1987: Juvenile Services Administration became an independent agency.
- 1988: The Montrose School closed.
- 1989: The Department of Juvenile Services became a cabinet-level department.

1990s

- 1992: Victor Cullen Academy, which was a former tuberculosis sanatorium, opened.
- 1992: Boys’ Village of Maryland renamed to Cheltenham Youth Facility (CYF).
- 1999: In November, DJS replaced its existing mainframe application, Information System for Youth Services (ISYS), with a client-server system referred to as the Automated Statewide System of Information Support Tools (ASSIST).

2002

- Victor Cullen Academy closed.

- HB 1081 - Required the establishment of a community detention program.
- HB 1011 - Required the Department to operate the Baltimore City Juvenile Justice Center (BCJJC) as a centralized regional juvenile justice intake, assessment, court, and detention facility for Baltimore City and specified the powers and duties related to the Center.
- HB 962 - Authorized the juvenile court to adopt a treatment service plan recommended by the Department in making a disposition on a specified petition. It also required DJS to ensure that a treatment service plan adopted by the court was implemented within 25 days after disposition.

2003

- Baltimore City Juvenile Justice Center opened in October.

2004

- Day/Evening Center in Baltimore City opened in December.
- SB 767 /HB 1141 - Required a child discharged from a committed residential placement to receive step-down aftercare according to specified parameters.

2005

- Charles H. Hickey Jr. School Committed and Impact Programs closed in July.
- HB 1339 - Required the Secretary of Juvenile Services to establish a Child in Need of Supervision Pilot Program in Baltimore City and County.

2007

- Victor Cullen Center reopened in July.
- Maryland Youth Residence Center closed in October.
- SB 359 - Reorganization and Regionalization required DJS to serve youth with specified programming that delivered services on a regional basis.

2008

- Group Home Reform - Keeping Maryland Youth in Maryland Per Diem Reduction Initiative.
- Violence Prevention Initiative (VPI) began in Baltimore City in January and statewide in November.
- Opened Day/Evening Reporting Center in Prince George's County in November.
- SB 742 - Provided that all contracted residential child care programs must post a "Residents' Bill of Rights" in the facility and provide residents and their parents/guardians a handbook of the policies of the provider.
- Thomas O'Farrell Youth Center closed in December.

2009

- Collaboration with Operation Safe Kids to serve VPI youth in Baltimore City and Prince George's County.
- Silver Oak Academy opened (private provider serving only DJS youth).

2010

- Child Safety Net Dashboard launched in February.
- HB 1382 - Allowed DJS to share juvenile information and collaborate with juvenile justice agencies in the District of Columbia and Virginia.

2011

- SB 62 - Authorized the State Department of Education and the Department of Juvenile Services to share educational records when necessary to ensure the appropriate delivery of services.
- HB 1190 - Expanded the Child in Need of Supervision Pilot Program to include Cecil, Montgomery, and Prince George's Counties.
- The committed female population moved from Waxter Facility to J. DeWeese Carter Center in November.
- CHALLENGE behavioral management program implemented at Carter Center in November.

Juvenile Justice in Maryland – A Historical Evolution (continued)

2012

- SB 245 - Allowed DJS to begin to develop a continuum of care by granting the agency the ability to move youth between committed placements.
- CHALLENGE implemented at Victor Cullen Center in March, the Youth Centers in August, and William Donald Schaefer House in October.
- Central Review Committee was formed to implement the terms of SB 245 and commenced its operation in July.
- The Tier I Human Sex Trafficking Screening Tool was adopted at the Thomas J.S. Waxter Children's Center in March to screen for victims of human sex trafficking and was expanded to the Alfred D. Noyes Children's Center in December.

2013

- HB 245 - Expanded DJS' ability to share juvenile information and collaborate with juvenile justice agencies in Delaware, Pennsylvania and West Virginia.
- Silver Oak Academy received approval to increase their treatment capacity from 48 beds to 96 beds.
- Under-13 (U-13) Initiative commenced in Baltimore City in May. The U-13 Initiative is a school-based intervention designed to provide support and services for juvenile offenders ages 12 years and younger through collaborative partnerships between DJS, Baltimore City Public Schools, the local Department of Social Services, and other child-serving stakeholders.
- From March to May, over 56 training sessions were held where approximately 1,100 Department employees learned to recognize the signs of possible human sex trafficking victimization among youth involved in the juvenile justice system and apply appropriate responses to support possible victims.

2014

- The Department began screening for victims of human sex trafficking at the Charles H. Hickey Jr. School in March.
- The U-13 Initiative expanded to Prince George's County in May.

2015

- Cross-Over Youth Initiative implemented in Prince George's County in April.
- Accountability Incentives Management (AIM) - DJS Graduated Responses Initiative implemented statewide in July.
- SB 172/HB 618 - Required eligible youth who were charged as adults and required detention to be held in juvenile detention facilities.
- Seven of the thirteen DJS-operated facilities were audited and earned 100% compliance with federal Prison Rape Elimination Act (PREA) standards.

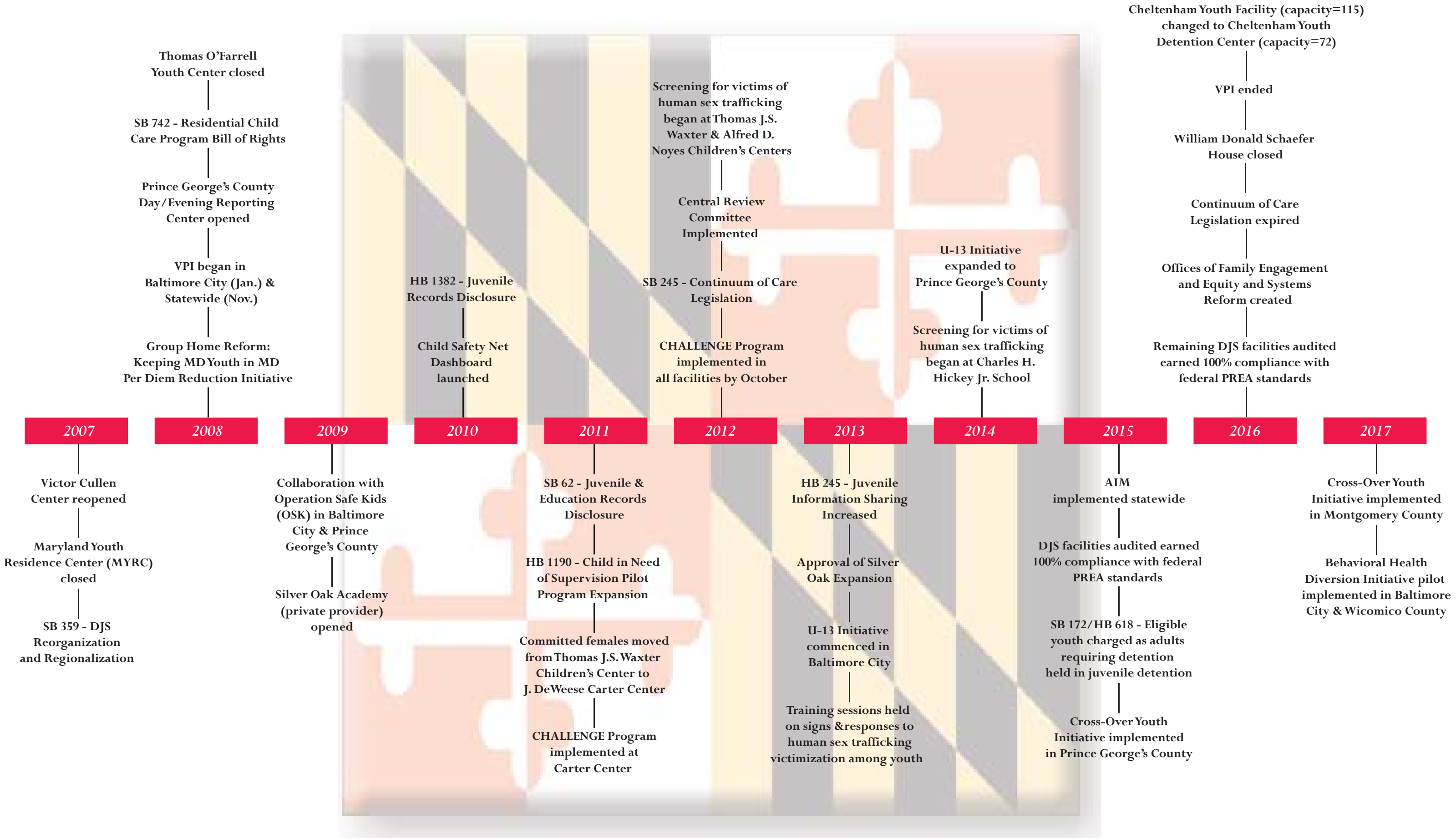
2016

- DJS Re-entry Strategic Plan approved in January.
- Offices of Family Engagement and Equity and Systems Reform created in February.
- William Donald Schaefer House was officially closed for youth and staff on May 26, 2016.
- Continuum of Care Legislation expired in June.
- VPI ended at the close of FY 2016.
- On November 17, 2016 the new Cheltenham Youth Detention Center opened with a capacity of 72 beds, replacing the 115-bed Cheltenham Youth Facility.
- The remaining six DJS-operated facilities not audited in 2015 were audited and earned 100% compliance with federal Prison Rape Elimination Act (PREA) standards.

2017

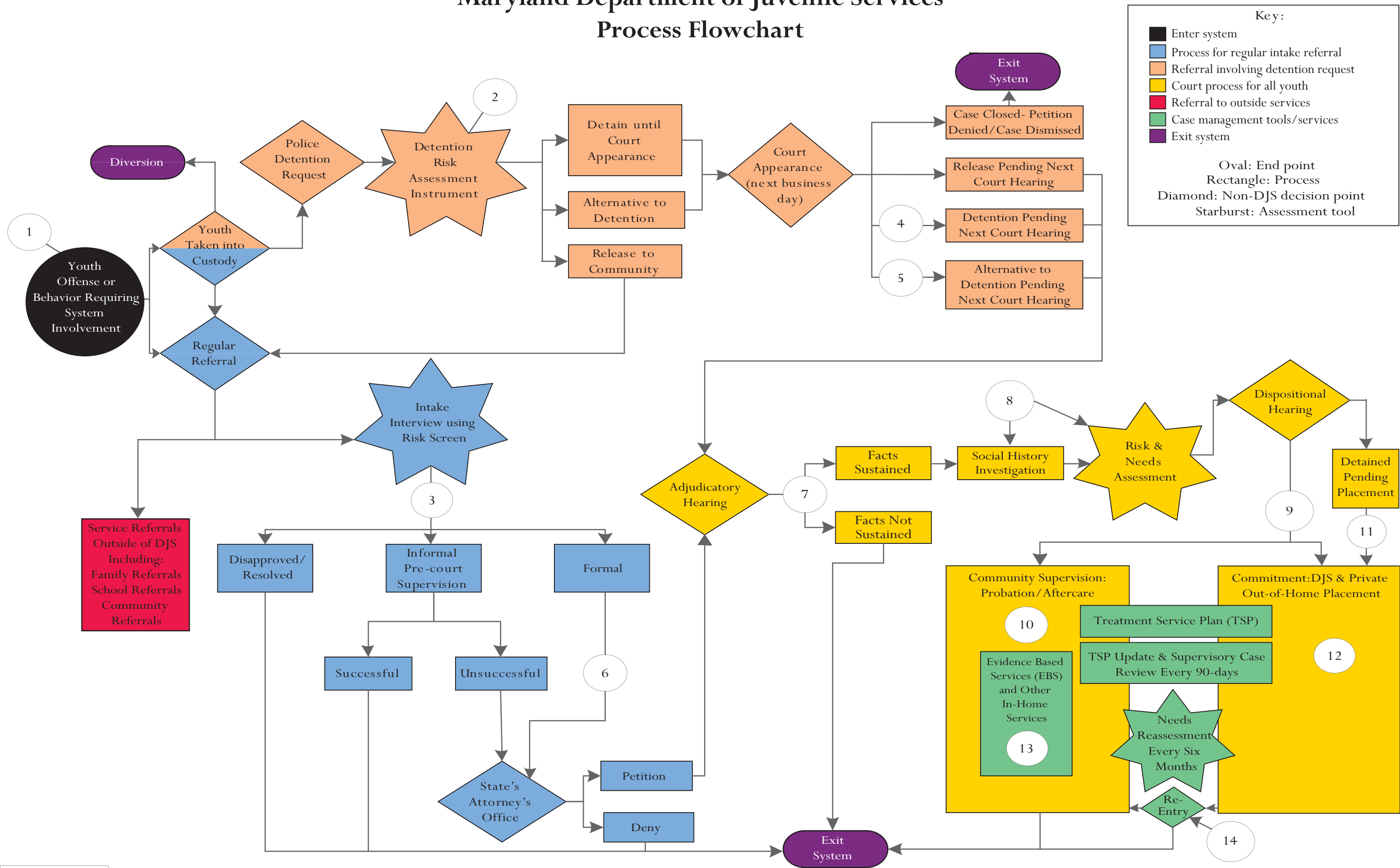
- Cross-Over Youth Initiative implemented in Montgomery County in April.
- Behavioral Health Diversion Initiative pilot implemented in Baltimore City and Wicomico County.

Department of Juvenile Services Historical Evolution Highlights Since 2007



Maryland Department of Juvenile Services

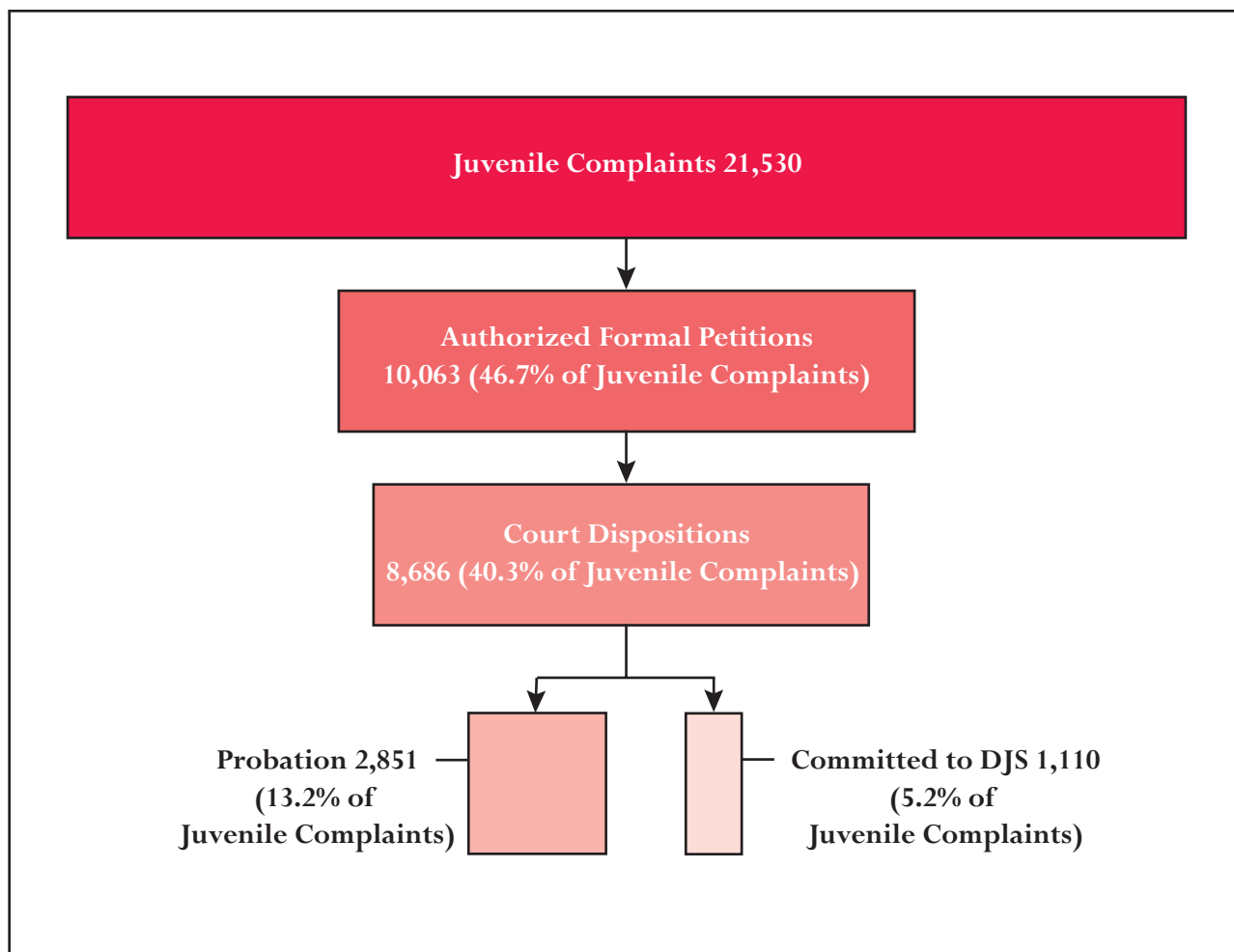
Process Flowchart



STEPS IN THE JUVENILE JUSTICE SYSTEM (SEE PROCESS FLOWCHART)

1. Youth can be referred to DJS by law enforcement, schools, citizens, and parents. Some police departments run diversion programs, and only those youth who fail out of the program would be referred to DJS. Youth may also be apprehended by law enforcement agencies (on a writ or warrant) for failing to appear in court or violating the conditions of supervision while in an alternative to detention program, for example.
2. If requested by law enforcement, DJS makes an emergency detention decision to determine if a youth requires secure detention until the next court day. This decision is guided by a Detention Risk Assessment Instrument (DRAI).
3. The intake complaint is assessed by an intake officer, who has statutory authority to determine how the case should be handled. The options are:
 - Disapprove as legally insufficient;
 - Resolve, when it is determined that furthering the case would be disadvantageous to the interests of the youth and to public safety;
 - Informal pre-court supervision, where the family signs a 90-day agreement to certain conditions without court involvement. This is the main DJS court diversion program; or
 - Formally authorize the State's Attorney to petition the juvenile court for a hearing.
4. At the detention hearing, the juvenile court determines if detention is required until the adjudicatory or dispositional hearing. Youth may also be detained directly by the juvenile court in cases where the youth is presented during court hours, either on a new charge, a writ or warrant, or due to a violation or sanction of a supervision order (probation, community detention, drug court, etc.). DJS operates all secure juvenile detention centers.
5. Youth who present a lower risk may also be supervised in programs providing alternatives to secure detention. These programs ensure that the youth is available to attend the adjudicatory hearing. Youth must comply with certain restrictions, which include house arrest, electronic monitoring, or day and/or evening reporting centers. Structured shelter is also used for cases where the youth cannot return home after arrest but otherwise represents a lower risk.
6. DJS formally authorizes the State's Attorney to petition the juvenile court. The State's Attorney then reviews the complaint, and may dismiss it, or file a petition to the juvenile court.
7. At the adjudicatory hearing, the juvenile court determines the outcome of the petitioned charges, which can be sustained or not sustained.
8. While a youth is awaiting disposition and/or supervision or placement, DJS conducts a series of assessments and investigations which will guide the DJS recommendation to the court on how the case should be handled.
9. For cases where the charges are sustained, a dispositional hearing is held to determine if the youth requires supervision by DJS under a probation order, or will be committed to DJS' care which usually indicates an out-of-home placement.
10. For youth whose disposition is probation, DJS case managers provide supervision and services while the youth resides at home. Supervision intensity varies depending on the risk level of youth. Standard community supervision levels include low, moderate, high, and intensive supervision.
11. Youth who are committed to the Department for out-of-home placement may continue to wait in detention "pending placement" for an appropriate placement to become available.
12. Youth who are committed to an out-of-home placement may be placed in a broad variety of programs (state-run or private, secure or non-secure) depending on the risk level and treatment needs of the youth.
13. DJS has committed diversion programs for youth who might otherwise be placed out-of-home. These in-home programs provide services and treatment to the youth and family, including Functional Family Therapy (FFT), Multisystemic Therapy (MST), and Family Centered Treatment (FCT).
14. Youth returning home from a committed placement are supervised on aftercare by DJS case managers who, along with regional re-entry specialists, ensure that youth are connected in the community with required services including education, employment, and health services.

Flow of FY 2017 Case Referrals



In FY 2017:

- There were a total of 21,530 juvenile complaints processed by DJS.
 - 46.7% (10,063) of those juvenile complaints were referred to the State's Attorney for the authorization of a formal petition (as opposed to being resolved at intake or juvenile receiving 90-days of pre-court supervision).
- Of the 10,063 juvenile complaints referred to the State's Attorney, 86.3% (8,686) were petitioned and resulted in a court disposition. The remaining 13.7% includes 7.6% not petitioned (765), 5.3% denied by State's Attorney (537), and 0.7% initial petition withdrawn (74), and 0.0% Non Est (1).
- Of the 8,686 court dispositions:
 - 32.8% (2,851) received probation and 12.8% (1,110) were committed to DJS.
 - The remaining 54.4% were dismissed/closed, continued, transferred, nolle pros., pending disposition, jurisdiction waived, writ pending, inter-region/state, or other.
- Of the 1,110 committed court dispositions, there were 77.3% (858) committed admissions with 510 distinct youth. The remaining 252 include community commitments and youth who had already been in a committed placement prior to the new intake.
 - Of the 858 committed admissions, 50.7% (435) were placed into DJS operated facilities while 49.3% (423) were placed into non-DJS operated facilities. Of those placed into non-DJS operated facilities:
 - 35.5% went to a group home, 24.3% went to a RTC, 6.6% went to an ICFA, and 17.7% went to Silver Oak Academy.
 - The remaining 15.9% were placed out-of-state, in foster care, or in independent living facilities.